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Abstract

This document traces the histcrical development of the Maryland Department of Educaticn from the first ncteble efforts to establish free schcoling in 1825 to the present. An introductory sectien briefly sketches early development of a centralized system and the establishment of a state tcard in 187C. "Frcm 1900 to World War I" focuses on the impcrtant Flexner-Bachman survey commissicned in 1914 as a ccmprehensive study cf the public schcol system. "Educaticnal Reform" covering the period between the World Wars, discusses the 1916 reform legislatien which divcrced the state tcard frcm politics and provided grcundwcrk fcr professional teacher certificatien and educatien. Cther topics include adult and vocational educatien, educatien of the handicapped, and the consolidatien movement. Subheadings under "Wcrld War II and Its Aftermath, 1942-1965" are Philcscphy and Change, The Department's Expanding Responsibilities, and Federal-State Relatiens. The final sectien cn the present administration (invclving a staff cf 550 people in nine divisicns) focuses on the impact cf federal legislatien: The Civil Rights and Ecencmic Cpportunity Acts of 1964 and the Elementary and Secondary Educatien Act cf 1965. (Included are a 30-item biblicgraphy and organizaticnal charts of the Maryland Department cf Educatien in 1910, 1920, 1940, 1960, and 1967.) (JS)

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A Project of the Council of Chief State School Officers

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Contents

INTRODUCTION 539
BEFORE 1900: DEVELOPING A CENTRALIZED SYSTEM 539
FROM 1900 TO WORLD WAR I 540
Political Superintendents 540
Financing Education 542
EDUCATIONAL REFORM 542
The Reformers 542
The 1916 Legislation 543
Reform Under Superintendent Albert S. Cook 544
An Equalization Program 544
Adult Education 545
Vocational Education 545
Education of the Handicapped 546
The Consolidation Movement 546
THE PROFESSIONALIZATION OF TEACHERS 547
Certification 547
Teacher Education 547
WORLD WAR II AND ITS AFTERMATH, 1942 TO 1964 548
Philosophy and Change 549
The Department's Expanding Responsibilities 549
Federal-State Relations 551
EDUCATION FOR A RAPIDLY CHANGING SOCIETY 552
In Retrospect: Fifty Years of Progress and Change 554

FOOTNOTES 554
BIBLIOGRAPHY 555
APPENDIX A–MARYLAND CHIEF STATE SCHOOL OFFICERS 557
APPENDIX B–ORGANIZATION CHARTS 558

INTRODUCTION

Public education was well organized in Maryland by 1900, but the system's achievements were highly unsatisfactory. The Maryland Department of Education was undermanned and poorly equipped, professionalism was practically nonexistent, and politics permeated and controlled the entire system at both the state and local levels. Today, Maryland's public education system is achieving eminently satisfactory results. In large measure, this is due to an increase in staff from 3 to 550 people in nine divisions, the development of professional leadership in all of the department's activities, and the elimination of politics from its operation over the last half century.

In 1916, the State Legislature moved to eliminate the factors that had hampered the Department of Education in the early 1900's by adopting the recommendations made for the Maryland Educational Survey Commission by Abraham Flexner and Frank P. Bachman of the General Education Board of New York. The Maryland General Assembly had created the commission in 1914 to make a comprehensive study of the public school system and had appropriated $5,000 to carry it out. As this amount was insufficient, the commission requested the General Education Board, then conducting educational surveys throughout the country, to undertake the Maryland survey. In consenting to do so, the board agreed to supplement the legislative appropriation with $7,500, or such part as might be needed. To direct the survey, the board employed Flexner, who had been one of its secretaries, and Dr. Bachman, a former assistant superintendent of schools in Cleveland.

BEFORE 1900: DEVELOPING A CENTRALIZED SYSTEM

Between 1671 and 1867, several attempts were made to establish some type of free schooling in Maryland, but they were ineffective. The most notable effort came in 1825, when the General Assembly passed an "act to provide for the public instruction of youth in primary schools throughout the State," subject to a general referendum (1). Based on a report prepared by Littleton Dennis Teackle of Somerset County, the act provided for a state superintendent, appointed by the Governor and council; nine commissioners of primary schools for each county, appointed by the justices of the levy courts; and no more than eighteen inspectors of primary schools, also appointed by the justices. However, the voters rejected the act in 1826, and Maryland continued without a state system of education.

Although the 1825 act marked the General Assembly's acceptance of the principles of modern public education, it had two cardinal defects –

> The first of which was due to the fact that its provisions were largely borrowed from states in which the people were trained in local political action in the township system, while the people of Maryland had no such training .... The second was the want of adequate provisions for raising money sufficient to carry it out even on the fallacious basis of the Lancaster system, in which one teacher was deemed sufficient for the instruction of any number of children up to 400 or 500 that could be brought together in one schoolroom (2).

As a result, this legislation accomplished very little.

The Act of 1825 stipulated that the establishment and regulation of Baltimore's public and private schools be vested in the mayor and city council. If the mayor and city council did not establish a system of public education within 5 years, however, the city would lose this privilege and also be under the full effect of the act. Three years later, Baltimore passed an ordinance appointing commissioners and directing that they establish six male and six female schools, but then failed to provide adequate funds. In 1829, when the commissioners presented their first report, they stated that one female and two male schools had been established on the monitorial (Lancastrian) system, under which a single teacher was responsible for 200 to 300 or more pupils. The teacher selected "clever" pupils to teach as many as 10 other pupils lessons that the teacher previously had taught. These schools, which caught on only slowly at first, never became common throughout the city.

Prior to the Civil War, public education in Maryland was primarily a local responsibility. But the constitution adopted in 1864 provided for the establishment and maintenance of free public schools and created the office of state superintendent. Governor Bradford appointed an Episcopalian minister, the Reverend Libertus Van Bokkelen, rector of St. Timothy's Church at Catonsville, as the first state superintendent. Dr. Van Bokkelen investigated both public and private schools in and out of the state, and he corresponded with college presidents and superintendents where state systems existed. In accordance with the constitutional mandate "that the State Superintendent should within thirty days after the first session of the General Assembly report a uniform system of free public schools" (3), he submitted a comprehensive analysis. The General Assembly then enacted his recommendations into law.

The plan accepted by the assembly provided for a uniform statewide system of common schools that would qualify the pupils for admission into any of its high schools and academies; uniform secondary courses, qualifying high school pupils for admission into any of the colleges; and scientific, classical, and mathematical instruction in the colleges, qualifying every graduate for admission into the state university's law, medical, or mechanical departments. The 1865 assembly established the first state normal school in Baltimore City (now known as Towson State College), which enrolled its first students the following year. The plan concentrated considerable power in the hands of state officials (4).

Dr. Van Bokkelen received national recognition as an educator. In 1866, he was elected a director of the National Teachers' Association, its secretary in 1868, and its president in 1869 (5). Within the state he was recognized as an outstanding leader in promoting the cause of free public education.

During the reactionary period following the Civil War, the majority of the people had no desire to allow a centralized government so much authority over their schools. A public school system headed by a State Board of Education comprised of the Governor, the lieutenant governor, the speaker of the House, and a state superintendent appointed by the Governor was entirely unpalatable to the counties, and especially to Baltimore City. There were immediate outcries. A convention met in 1867 to repeal the Constitution of 1864 and to enact a new one. Thus, a good beginning was doomed to early failure. It should be noted that the Constitution of 1864 was adopted only with great difficulty; without the vote of Maryland soldiers serving in the Union Army, who overwhelmingly supported it, it would never have been approved.

The new constitution provided for free public schools and their maintenance, but it did not retain the office of state superintendent. The essentially conservative document was adopted by a vote of 47,152 to 23,036. The forces for local control were able to muster enough votes in the assembly to pass a new school law in 1868 which, although it retained some of the features of the 1865 act that implemented the 1864 constitution, restored the right of local self-government in school affairs and left the private academies that received state aid in the same position they had occupied previously. The 1868 law gave a board of three trustees the authority to control the normal school, whose principal was granted general supervision over all of the state's public schools.

Two years later, the forces for stronger state control were able to push a bill through the General Assembly reestablishing the Maryland State Board of Education and designating the principal of the normal school as the state superintendent of public instruction. Fortunately, the principal, M. Alexander Newell, was a noted scholar and a man of broad attainment who had organized the Maryland State Normal School 5 years earlier. During the next 20 years, he infused new life into the schools.

E. Barrett Prettyman succeeded Dr. Newell in 1890 and conducted a conservative administration for the next decade. Dr. Prettyman, a forceful public speaker with exceptional general knowledge, gave considerable thought to the processes of public school administration. But rather than introduce change, he concentrated on emphasizing and refining the elements he considered good in the system he had inherited.

In the development of Maryland's governmental structure, the county played a vital role from the beginning. While school districts were established later as "conveniences," the county had always been the administrative unit, with the county school superintendent serving as the head of the local school system. Thus, by the end of the nineteenth century, Maryland had a sound state-county organizational pattern that enabled it from the beginning to provide educational opportunities on a much broader base.

FROM 1900 TO WORLD WAR I

Political Superintendents

In 1900, the General Assembly separated the state superintendent of public instruction's office from the principalship of the normal school, and Governor John Walter Smith appointed M. Bates Stephens as the new superintendent. Governor Smith appointed Dr. Stephens for 4 years by and with the consent of the Senate; he could be removed at the Governor's pleasure when sanctioned by a two-thirds vote of the board. Dr. Stephens, one of Governor Smith's close political associates, had been a school examiner (county superintendent) since 1886. Actually, no professional qualifications were required for appointment as superintendent; the only legal limitation imposed on the Governor's free choice was that the appointee be "competent." As state

superintendent, he did not have the strong executive powers that had been proposed in 1864.

In 1915, at the time of the Flexner-Bachman survey, the board consisted of eight members, including the Governor and the superintendent. The other six were appointed by the Governor, subject to Senate confirmation, for 6-year terms staggered so that two terms expired every 2 years; two had to be from the political party defeated at the preceding gubernatorial election. As the Governor controlled the board and as there were no professional requirements for the state superintendent, it was almost certain that the administration of the schools would be based more on politics and less on professionalism than the public interest dictated. As the Flexner-Bachman survey stated, "the arrangement . . . makes the State Department of Education part and parcel of the elected state government and thus exposes it—and with it, public education in general—to the vicissitudes of state politics" (6).

The Flexner-Bachman survey found that the same situation existed in the counties. The school superintendents were selected by the politically constituted county boards, and politicians in most counties regarded the superintendency as "spoils" and occupied it on that basis. The survey found that in the first year of the new Democratic administration in 1900, 16 new county superintendents were appointed in Maryland's 23 counties. Perhaps the most flagrant example of misuse of political power uncovered by the survey involved a county superintendent who actually reclassified teachers in order to lower their salaries and reduce the amount of money needed by the county school board. When a majority of the county commissioners—the elected local governing body—belonged to the same political party, they frequently appealed to the county superintendent to reduce the school budgets on grounds of party loyalty or political expediency.

The statutes established no professional qualifications and no minimum salaries for county superintendents. The Flexner-Bachman survey discovered that 3 of the superintendents in office in 1915 had not finished high school, 4 others had no preparation beyond secondary school, and no more than 6 of the 15 who were college graduates had any special professional preparation. Only 3 of the 23 superintendents received salaries of more than $2,000 per year, and 1 was paid only $800. Under such circumstances, particularly since most county offices and staffs were totally inadequate, only a few superintendents could render skilled leadership.

As state superintendent, Dr. Stephens not only served as a member of the state board, but he also was the executive who carried out the board's orders. At the same time, he had certain supervisory and inspection responsibilities, which included using his discretion to accept or reject normal school and college diplomas issued by other states and defining the qualifications of teachers for teaching high school domestic science, manual training, and other special courses. It was his responsibility to rate the teachers who were not normal school graduates but were offering practical experience and training that they considered equivalent. The state superintendent examined the county school boards' reports and expenditures, and he prepared and distributed pamphlets to teachers on the prevailing methods of instruction in various subjects.

One of Dr. Stephens' first acts was to develop a uniform course of study for both elementary and high schools. Through his efforts, commercial subjects and agriculture were introduced into the secondary schools as electives. Also, he introduced modern methods for handling the schools' business. Stephens was able to secure legislation providing state aid to the high schools, supervision of them, certification of high school teachers, and a minimum standard of professional training for elementary school teachers.

It would have been nearly impossible for the state superintendent to "supervise," "inspect," or "pass upon" schools and to handle other business without a trained staff. Unfortunately, as late as 1915, he had a single assistant and one clerk, paid $2,000 and $1,200 respectively. The superintendent's salary was only $3,000, although he was allowed $500 for expenses; an additional $1,000 for furniture, supplies, and printing; and $3,000 for travel to meetings, printing, and supplies. In other words, the entire state department cost the state only $10,700 per year. With such a meager budget and small staff, the department had to perform many of its tasks only superficially.

The 1915 survey concluded that Maryland's system of public education, though soundly conceived and organized, was producing, on the whole, extremely unsatisfactory results. It stated:

> A few counties possess good and steadily improving schools; a good school may be found here and there in other counties. But the large majority of the schools are poor; teachers are, for the most part, poorly trained; instruction is ineffective and obsolete; children attend school with disastrous irregularity; school buildings are far too often in unsatisfactory condition, school grounds frequently neglected and untidy (7).

At this time, the state had 1,935 schools for 200,783 white pupils with about 5,000 teachers, and about 550 schools for 44,475 Negro students with about 1,000 teachers. The survey reported that only 8 percent of the 500 white and 50 Negro schools visited had satisfactory physical conditions. Nearly 13 percent of the state's white elementary teachers had only an elementary education themselves; more than 20 percent had spent only 1 or 2 years in high school; and only a third had completed a 4-year high school course. Less than 5 percent had received a standard normal school education. Of the remainder, some had briefly attended normal school, others had spent some time in college, and a few had qualified for bachelor degrees. In

summary, only about 10 percent of the white elementary teaching staff were normal school or college graduates or had some college work; not quite one-third were fairly well prepared; and at least one-third were practically untrained. Only about 8 percent of the Negro elementary school teachers had a standard normal school education. The high school teachers showed a similar range of inadequacy, with about two-fifths adequately prepared, two-fifths from 1 to 4 years short, and the remaining one-fifth woefully lacking in preparation.

On the basis of the 1910 federal census of children between 6 and 14 years of age, out of each 100 children, 17 white and 29 Negro were not enrolled in 1914. Significantly, of those who were enrolled, 31 percent in the one-room rural schools and 19 percent in the village schools were absent on the average of more than half the time. Under these circumstances, it was difficult to educate the state's pupils even if the instruction were adequate. Small wonder that the 1910 census ranked Maryland thirty-first among the states in literacy.

Financing Education

Paradoxically, Maryland was one of the states that made large contributions for local education, contributing about one-third of the total cost while the counties provided about two-thirds. Together, the state and counties furnished an annual total outlay amounting to about $5 million. But there were wide variations among the counties. In 1914, for example, the expenditures per pupil ranged from $9.17 to $28.21. The school tax rates varied from 17¢ to 45¢ per $100 of assessed valuation, while the taxable wealth back of each child varied from $710 to $3,840. For the state as a whole, the taxable wealth in 1900 was slightly more than $600 million, so that in back of each schoolchild was taxable property valued at just over $1,500. Every $100 of taxable property contributed 42¢ to education in that year. The largest source of money contributed by the state was the state school tax levied against all taxable property. It did not recognize the differences in ability to support education at the local level; in fact, some counties receiving the larger allocation from states funds were themselves making the least effort.

Other money available for the state's distribution came from the Common Free School Fund and the Academic Fund. The common fund, consisting in part of interest from a $278,000 investment derived from taxes on state bank stock, was distributed in equal shares to the counties. It also included $229,000 derived from interest payments made by the U.S. government to Maryland in 1858 in the amount of $169,000 for funds the state had advanced to the federal government during the War of 1812. It was distributed annually to the counties, based on their representation in the General Assembly. The Surplus Revenue Fund constituted the third source for the common fund. Since Maryland had spent the original amount distributed by the federal government in 1837 from surplus revenues, the state was obligated to pay the schools an annual income equal to 5-percent interest. In 1910, it began deducting this amount from the state school tax.

The Academic Fund was a regular annual appropriation from the general treasury to encourage secondary education. By 1831, it had become standard policy to appropriate $1,200 a year to each county, irrespective of size and needs. Although it was a political pork barrel and there were many abuses, political deals kept it going.

Most of the state's funds were intended to support the elementary schools. Only three conditions were attached to this aid: Schools had to be kept open at least 9 months (the Negro schools varied from 4 to 10 months); white teachers had to be paid at least $300; and all allocations for textbooks and supplies had to be spent for those purposes.

The standards for high schools were raised by the state board in 1910, and this stimulated more progress during the ensuing 5 years than had been made in the previous 20. To be eligible for state funds, 4-year high schools now had to have at least 80 students, 4 academic teachers, a 4-year course with at least a 36-week year, an approved course of study, manual training, home economics, a commercial or agricultural course, a library, a laboratory, and $250 worth of science apparatus and material. The principal had to receive at least $1,000 per year, and the teachers—whose qualifications were passed on by the state board—had to receive at least $500 each (8).

EDUCATIONAL REFORM

The increased standards for the high school in 1910 were merely the starting point for a campaign to raise the state to a leading educational position. Leonard Ayers, an acknowledged national authority on tests and measurement, prepared "An Index Number for State School Systems" for use by the U.S. Census, which revealed that in comparison with other states Maryland's system was undergoing a rapid decline: from twelfth in 1890, to nineteenth in 1900, and to thirty-third in 1910 (9). Obviously, there were still many problems that prompted educators throughout the state to demand reforms.

The Reformers

During the nineteenth century, most of the initiative for improvements in the educational system had come from within the profession. Although informed and enlightened citizens played a key role in subsequent developments, the leadership came from the dedicated professionals, men who were experts in the field of education. These men included

Littleton Dennis Teackle, who was appointed state superintendent in 1826 but never served legally because the act establishing his office required that his appointment be ratified by the voters, and they refused to do so. Libertus Van Bokkelen has been mentioned as an early leader. Another was James W. Thompson of Queen Anne's County, the only school examiner (county superintendent) in the early eighties who had been a teacher; most of the others were doctors of divinity or doctors of medicine. One of the outstanding lay leaders who fought for a statewide system of universal education was Joseph M. Cushing, who served as chairman of the education committee of the Constitutional Convention of 1864 (10).

A columnist for the *Baltimore Sun,* writing under the nom de plume of Ezekiel Cheever, through his column-one, front-page discussions of "School Issues," probably was more responsible than any other individual for Maryland's educators' becoming activists in the second decade of the twentieth century. Cheever not only schooled himself in educational administration by extensive reading, but he attended the more important state and national educational conventions and personally contacted recognized authorities. He also was able to deal effectively with school issues in Maryland because of his membership in two relatively small power-structure groups. One consisted of superintendents of schools and certain public and nonpublic professional educators, and the other of individuals in key positions to influence public opinion. These were primarily social groups, meeting in the evening to discuss public issues over dinner.

Educators and interested laymen followed Cheever in exerting considerable pressure on the Legislature to enact the Flexner-Bachman recommendations into law. The legislation enacted by the assembly in 1916 was of marked significance not only to Maryland but to U.S. educational history as well.

The 1916 Legislation

The 1916 school laws divorced the State Board of Education from politics and invested it with reasonable and important responsibilities and authority. They prescribed high academic, professional, and experience qualifications for the state superintendent, named him the executive officer of the board, and stipulated his additional responsibilities. At the same time, the qualifications and duties of the county school superintendents were prescribed. The laws put state aid on a sound basis, provided the basis for an effective statewide attendance law, and set forth regulations for the county boards of education and county superintendents similar to those for the state board and the state superintendent.

Perhaps the most significant accomplishment of the 1916 laws was that they provided a legal basis for professional leadership. In achieving the major objective—taking the schools out of politics—they established the present-day legal structure for the state department. The Governor was authorized to appoint seven members to the board for 7 years without regard to parties and without confirmation by the Senate, the terms staggered to ensure a continuity of membership. Neither the Governor nor the state superintendent was given membership on the board. Under the new laws, the board no longer attempted to administer the schools; it legislated within its power and passed judgment on the efficiency of its paid officers. The board was given authority to appoint the state superintendent and members of his staff and to fix their salaries, within the limits of its appropriation. The laws also provided for an enlarged, adequate staff of administrative, supervisory, and clerical assistants in the state superintendent's office to carry out the board's policies.

Perhaps the most important responsibility conferred on the board by Maryland's new model school code was that of considering the educational needs of the state and, with the advice of the state superintendent, recommending to the Governor and the General Assembly the legislation it deemed desirable. These recommendations were to be in the form of prepared bills. The Senate and the House committees were then obligated to grant the board and the state superintendent a hearing on request. This clearly placed the major responsibility for Maryland's public education on the State Board of Education.

These laws produced a precedent-setting combination of state and local authority in public education. By centralizing the administration at the state level, they made possible a unity of design and uniformity of standards while allowing local authority to manage the details within the general framework. This enabled the local communities to exercise local initiative and ensured the schools of community interest, effort, pride, and sacrifice for their progress. Because of the broad, sweeping organization, these laws have been flexible enough to allow for societal changes, including those produced by two world wars.

Almost as soon as the assembly enacted the new code in 1916, Ezekiel Cheever began an unrelenting attack on the incumbent state superintendent, M. Bates Stephens. His efforts culminated in the publication of a series of charges in the January 4, 1920, edition of the *Baltimore Sun.* The main charges were:

1. The state superintendent was seldom to be found in his office.
2. Someone in the state department overruled the normal school principal's nomination of a teacher of music to serve on the summer school faculty.
3. The state superintendent has looked on his office as one for educational fellowship instead of educational leadership.
4. A large balance of unexpended school appropriations, earning no interest, was carried in a bank in which

the state superintendent was a director and an extensive stockholder.

5. The state superintendent controlled appointments to the State Board of Education.
6. The state department was manipulated to foster political control in the counties, but refused to exert its influence in the counties to solve purely professional problems.
7. The state superintendent had failed to prepare himself fully to meet the legal scholastic requirements of his office, written in the law of 1916 (11).

Rebuttals and further attacks followed.

(In 1934, when it appeared that the Baltimore City public schools were becoming enmeshed in partisan politics, Cheever came out of retirement to attack those who were supposedly using the school system to further their own ambitions. It is possible that certain individuals failed to gain high office because of his exposé (12).)

In April 1920, the newly elected Governor Ritchie announced the reappointment of one member to the state board and replaced two others whose terms had expired. On the same day, the old board in special session reelected Stephens after passing a bylaw providing that the state superintendent be elected not less than 30 days, nor more than 90 days, before the expiration of the incumbent's term. On Friday, April 30, the Governor sent a call for the State Board of Education to meet him at noon on Tuesday, May 4. On the following day, the newspapers announced that the state board had repealed Stephens' election and rescinded the bylaw at the Governor's demand.

On June 4, 1920, for the first time, the new State Board of Education *appointed* a state superintendent of schools when Albert S. Cook agreed to accept the position. Dr. Cook had earned a national reputation both for developing courses of study and for supervising classroom instruction while serving as Baltimore County school superintendent.

Reform Under Superintendent Albert S. Cook

Dr. Cook inherited a school system that had matured considerably in the years preceding his appointment. One writer commenting on progress during the latter part of the nineteenth century stated:

> For the log hut we have the substantial, or it may be the artistic, schoolhouse; for the peripatetic schoolmaster, wandering form county to county and finding no place to rest, we have a teacher firmly established from term to term and from year to year, until legally displaced. In place of teachers working under a permit or without a permit, we have regular examinations and formal certificates. In place of the individual preferences and prejudices of teachers, one being all for Grammar and another all for Arithmetic, we have a regular schedule of studies, the same in principle for all schools of the same grade, but yet elastic enough to accommodate itself to different conditions. In place of the three R's we have a course of instruction which leads to liberal culture in many directions. We have almost abolished the rod – it may linger yet in secluded districts, like the smallpox, but it is no longer the ultima ratio regnum. Physical culture is recognized as a prime necessity and industrial training has made a promising beginning in more than one county (13).

Cook was able to operate from a position of strength that none of his predecessors had enjoyed, for the new school code allowed him a 4-year term and gave him such authority that he could have built a highly regulatory, centralized State Department of Education–as found in other states–had he desired to do so. For instance, it was the superintendent's responsibility to explain the true intent and meaning of the school laws. To enforce these provisions, he could withhold state funds if necessary. It was his responsibility to approve school sites, plans, specifications, and the contracts for constructing school buildings. Subject to the rules and regulations of the state board, he had the responsibility for certificating all public school teachers. The state superintendent also was to prepare for the state board's approval courses of study for the different grades and kinds of elementary schools, high schools, and normal schools, and the college courses for teachers.

Dr. Cook possessed the ability, temperament, and training to develop the highly professional Department of Education that could improve and advance the cause of public education in Maryland. In addition, he was an experienced and competent educator in teaching and administration. He was vitally interested in placing only well-trained and highly qualified superintendents and supervisors as well as teachers in each local school system, which meant mandating adequate state-supported salaries to facilitate recruiting them. He inspired confidence in those outside the school system as well as those in it, and he enjoyed an especially close relationship with Maryland's Governors, particularly Albert C. Ritchie, a personal friend with whom he frequently relaxed and played cards.

An Equalization Program

The outstanding achievement of Dr. Cook's administration was the enactment of an equalization law by the General Assembly. The law constituted one of the major advances of the state's public school system. Based on Cook's philosophy that there should be equal educational opportunity for all children in the state, it provided the legal and financial bases for such a program by guaranteeing a minimum state support behind each child in Maryland, regardless of the financial status of his particular community. Any county that could not carry the state's minimum program on a levy of 67¢ per $100 of assessed evaluation, plus other forms of state aid, received support from the equalization fund.

The Maryland equalization plan required the schools to employ qualified teachers, who were to be paid guaranteed minimum salaries with increments at various intervals for successful experience. It required the public schools for white youth to remain in session at least 180 days per year, and the Negro schools at least 140 days per year. The schools were to maintain an adequate supply of free books and materials, there was to be a competent instructional supervisor in every school unit, and the county superintendents were to furnish effective professional leadership. Professor Fletcher Harper Swift of the University of California described it as "perhaps the most far-reaching and scientific method from the standpoint of equalizing revenues of any state in the Union" (14).

The principle of equalized financial aid as provided in the 1922 act enabled Maryland's counties to employ better-trained and more-experienced teachers, purchase aids for instruction, consolidate the schools more rapidly, and provide transportation for elementary pupils. The entire school system was upgraded, and when Frank P. Bachman returned to study the changes that had taken place since his 1915 survey, he commented that Maryland now had the best legally established, the most unified, the most efficient, and the most professional state school system in America.

The two principal elements in the equalization plan are mandated minimum salary scales for teachers, and the required local tax levy to support the guaranteed minimum program of education. The following chart indicates the changes that have been made in these elements since 1922:

Year	Salary scale	Local tax levy (per $100 assessed valuation)
1922	$ 950 – 1,150 elementary 1,150 – 1,350 secondary	$0.67
1939	1,200 – 1,800 all teachers	0.51
1945	1,500 – 2,250	0.56
1947	2,200 – 3,800	0.65
1953	2,500 – 4,300	0.65
1955	2,800 – 4,600	0.75
1958	3,200 – 5,000	0.75
1960	3,200 – 5,300	0.75
1961	3,600 – 5,700	0.87
1964	4,800 – 7,000	1.20 (calculated)
1967	5,100 – 7,400	1.33 (calculated)

To what extent have these equalized financial efforts resulted in an equal educational opportunity for each child in the state? The wide range of pupil abilities both within and between local school systems requires differentiated programs of instruction and well-prepared, compassionate teachers who are sensitive to the needs of children at various stages of development. The record indicates clearly that equal educational opportunity does not exist in 1968. Thousands of Maryland children with learning disabilities due to handicaps of one kind or another are not receiving an education appropriate to their needs for the simple reason that there are insufficient funds to provide it. It costs significantly more to educate a disadvantaged child than it does a so-called normal, average child. More professional personnel, teachers, specialists in learning disabilities, guidance counselors, psychologists, social workers, and teaching materials are required to individualize instruction. The state has provided certain special categorical financial assistance, in addition to the foundation program, to help solve this problem. The most recent of these aids was enacted in 1967 for the economically disadvantaged (15).

Adult Education

The department's leadership improved and extended the instructional, supervisory, and supporting services essential to a strong school system in several ways. During the nineteenth century, Maryland, like many other states, had recognized that illiteracy existed in certain groups and that the influx of immigrants required action on the part of its educators. The earliest public adult education program in Maryland–indeed, in the entire United States–consisted of evening schools organized in Baltimore City in 1839.

> These were followed by vocational classes in Garrett, Allegany [sic], and Washington Counties. The impetus for a much more comprehensive program came much later–in 1933 when the Federal government provided funds to organize classes for the unemployed. Within a year these programs were statewide. The first state appropriation for general adult education was made in 1939 in the amount of $10,000 (16).

At present, the appropriation is $75,000, supplemented by $585,466 in federal funds for basic and vocational education.

Vocational Education

Since the constitution had made the state fundamentally responsible for education and the state had adopted the thesis that each individual's education should prepare him for a full and effective life, it was the state's philosophy that youth who did not go to college should receive an education that would prepare them for the world of work.

Accordingly, the Maryland Legislature accepted the provisions of the Smith-Hughes Act, passed by Congress in 1917, which made it possible to establish vocational education courses in the state's high schools. The vocational education program received additional funds and expanded considerably between 1919 and 1933. During the Depression years from 1933 to 1937, vocational education remained on a plateau; but following the George-Deen Act in 1937 and the acts of 1946, 1956, and 1958, additional federal appropriations gave the program tremendous impetus. With these increasing federal appropriations, the state was able to organize classes in trade and industry, home economics, distributive education, practical nursing, technical occupations necessary for national defense, and agriculture.

However, the greatest impact in vocational education came as a result of the Vocational Education Act of 1963. This legislation broadened the scope of the program from specialized areas to more generalized areas of need, such as health occupations, technician training, business and office occupations, trades and industry, agriculture and related occupations, home economics with particular emphasis on the wage-earning aspect, and such other programs as may be required from time to time to meet the technology of the world of work.

Education of the Handicapped

In 1929, the Legislature provided financial assistance which stimulated Baltimore City and some of the counties to begin educating handicapped children. This movement heralded the beginning of adapting education to fit the needs of individual children. Classes were organized for crippled children, and, as interest and demand increased, the state provided increased financial assistance for these special classes and for teaching the homebound. The 1940 annual report shows that 441 children were receiving this special education. In later years, special classes were established for the mentally retarded and emotionally handicapped. In 1965, there were 25,196 children enrolled in all special education programs; 80 percent were mentally retarded.

In 1929, the department also established a program in vocational rehabilitation for handicapped youth and adults 14 years of age and older, with federal funds available on a 1-1 matching basis with the state's funds. In 1933, when the Federal Emergency Relief funds were appropriated on a matching basis for this purpose, the program was expanded to include those who were unemployable because of permanent physical disability as a result of injury while employed or because of an accident, disease, congenital defect, or mental disability. Successive changes in the federal law have enabled the program to be expanded in recent years under the dynamic and aggressive leadership of the department and the support and cooperation of local community social agencies.

The Consolidation Movement

The development of the vocational and adult education movement paralleled that of the consolidation movement. Economy often was used as the argument for consolidating ineffective and expensive schools, but the State Department of Education's viewpoint was that the larger schools were able to offer a wider variety of courses that would fit the needs of the individual as well as the community. It also was discovered that the larger, consolidated schools obtained better results academically and created greater public interest. The consolidation movement received an impetus from the progressive urbanization of the state and the increasing number of automobiles and good roads. It was stimulated particularly by the 1916 law and by aid given for transportation by the equalization fund. Maryland was one of the few states that enacted consolidation and transportation laws at the same time. In 1915, nearly 1,500 schools housed almost 245,000 pupils, with 40 percent of the teachers in one-room schools that were generally deplorably inadequate. Forty years later, the number of schools was less than 1,000, only 9 of them one-room schools. At the same time, enrollment had more than tripled.

With the enactment of the Equalization Law in 1922, the state accelerated its efforts to provide pupil transportation at public expense. According to the annual reports of the Maryland State Department of Education, four counties in the state were transporting pupils in 1910. This number had increased to 10 counties in 1915, 18 in 1920, and 22 in 1925. St. Mary's, the last holdout, began providing pupil transportation in 1927. No record of the number of pupils transported is available prior to 1923, when 4,334—or 2.8 percent of the total enrollment in the counties—were reported as receiving transportation. By 1928, the number had increased to 15,907, representing 10 percent of the total enrollment; in 1933, 40,308 pupils, or 23.3 percent; in 1938, 56,268 pupils, or 32.6 percent; and in 1943, 74,711 pupils, or 41 percent of the total enrollment in the counties. In 1967, 336,201 pupils, or 56.2 percent, were transported.

State financial assistance for pupil transportation began in 1928 for elementary pupils as part of the foundation program to be supported by the Equalization Law. Beginning in 1933, 50 percent of the cost of transporting high school pupils was included in state aid. The full cost of high school transportation was included in 1947.

The state developed school transportation very carefully, setting standards for buses, qualifications for bus drivers, and requirements for bus inspections. Maryland's safety record has been excellent, and all pupils now receive free transportation if they do not live within a "reasonable

distance," or, in some cases, if the roads they must travel are unusually dangerous.

THE PROFESSIONALIZATION OF TEACHERS

Certification

The groundwork for the professional preparation of teachers was embodied in the 1916 School Code, which placed the certification of teachers and supervisors in the hands of the state superintendent. It also set definite certification requirements for county school officials. Superintendents and high school principals were required to have a year of graduate work, including prescribed academic and professional courses. The elementary school principals had to have 2.5 years of normal and college work, including courses in administration and supervision. The 1916 law also stipulated that administrative and supervisory certificates could be issued only if the candidates had successful teaching experience.

High school teachers of academic subjects were to be college graduates who had taken professional courses and had a minimum of preparation in their particular subjects. High school teachers of special subjects were required to have 2 years of college work, about one-third in general academic subjects and two-thirds in their special subjects, education, and the art of teaching the subject. Four years of normal and college work (or equivalent preparation), with courses in elementary school methods and supervision, were required for an elementary school supervisor's certificate. Before the second- and third-grade certificates (valid for 2 years) could be renewed, the teacher had to take 6 semester hours of academic and professional preparation. However, any certificate could be renewed if the applicant showed evidence of successful experience and professional spirit, which was interpreted to mean a recommendation from the superintendent.

After the summer of 1924, certification by examination was abolished, and the certificates were issued only on the basis of accredited training in approved institutions. The qualifications for admittance into teaching have gradually been raised until at the present time Maryland ranks among those states having the highest certification requirements.

Teacher Education

One of Maryland's most distinguished sons, Francis Scott Key, consistently and eloquently advocated that the state provide teacher education. In 1827, Key delivered the principal commencement address for his alma mater, St. John's College, and he proposed that teachers be given instruction on the university level under competent professors of education. The following statement from his address, delivered more than 140 years ago, is particularly significant:

> That this [education] is a science and a very difficult one, will be admitted. Yet among the numbers engaged in it very few have received any instruction. It is true, there are some good works on the subject, but there are also bad ones. Nor is it true that those so employed seek for instruction on the subject. Every teacher adopts his own system and improves it only by his experience. This cannot be supposed right by any one who considers its importance. The most learned man in science and languages may be utterly unable to excite a desire for learning in his pupils, to form their minds, dispositions, habits, and tastes, and to impart his knowledge to them in a way best suited to their capacities. All this is certainly his business as a teacher (17).

Samuel Knox, a Presbyterian clergyman and the first principal of Frederick Academy, shared the prize offered in 1796 by the American Philosophical Society for a plan for –

> The best system of liberal education and literary instruction adapted to the genius of the Government of the United States; comprehending also a plan for instituting and conducting public schools in this country on principles of the most extensive utility (18).

Knox, a distinguished Marylander who gained a measure of national prominence and advocated the education of teachers–and for a while operated a private academy in Baltimore–was offered the first professorship at the University of Virginia by Thomas Jefferson. He declined.

At the time the United States entered World War I, Maryland had only two normal schools for white teachers and one for Negro teachers. All of these institutions were for training elementary school teachers. Towson had been established in Baltimore in 1865, and Frostburg in 1897. Bowie had been founded in 1911 as the Maryland Normal and Industrial School, and for the first time the state had created an institution for educating teachers for the Negro schools.

Albert S. Cook had worked to develop teacher education long before he was appointed state superintendent. Shortly after his appointment as superintendent of schools in Baltimore County in 1900, he began conducting a 2-week teacher institute each summer. Rather than spend the time giving inspirational lectures–the common practice in those days–Dr. Cook organized professional schools of high quality, which featured programs of instruction and training that were selected with great care and administered with rare skill. The instructors were drawn from various parts of the country and were among the best known in their respective fields. The impact of these institutes was felt throughout the state as other superintendents emulated Baltimore County's experience and organized their own.

Dr. Cook not only provided professional training and stimulation to help his teachers become more efficient from year to year, but he attempted to hire and retain competent teachers in all of his schools. He profoundly influenced the selection and education of teachers in America. By 1910, a decade after he had become the superintendent, educators recognized that the Baltimore County schools were the best county educational system in the United States.

Since the 1916 laws made the state superintendent and the Board of Education members trustees of the state normal schools, Dr. Cook was eager to accept the challenge to concentrate on the professional education of teachers. For more than a decade after the Normal Department at Washington College had been abandoned in 1910, the state had not specifically provided for the education of teachers on the Eastern Shore. In 1924, Superintendent Cook was instrumental in persuading the General Assembly to authorize and to provide the necessary funds for the establishment of a state normal school at Salisbury.

America enjoyed great prosperity during the 1920's and could afford to pay more for teachers. Maryland's 1922 school law guaranteed a minimum salary schedule for teachers who were professionally trained, considerably enhancing the attractiveness of teaching in the state. An unprecedented number of students were seeking training, and teachers were remaining longer in the service of public schools than ever before. Teaching was finally approaching the status of a true profession. Outside of Baltimore, the proportion of teachers with "standard" training increased from 35 percent in 1922 to 85 percent in 1927.

The state found that, by improving its teacher pension and retirement plans, it attracted more prospective teachers into Maryland schools. Before 1916, a public school teacher with 25 years' service who became unable to teach because of physical or mental disability, who was 60 years of age, had a record without reproach, and was without means of comfortable support could apply to the State Board of Education for a pension of $200 per year if the county school commissioners agreed to substantiate the application. In 1923, the General Assembly doubled this pension to $400. Four years later, the assembly passed an actuarially sound retirement law patterned on the system Baltimore City had established for its teachers in January of 1926, providing for contributions from the teachers and the state on a 50-50 basis. Although given the option of joining or not, most of the teachers joined, and the plan proved to be a big gain for the profession.

During the Depression of the thirties, the department and the schools found there were so many teachers seeking employment that it was possible to upgrade the requirements. The normal schools had offered 2-year courses since 1916. In 1931, on the recommendation of the state superintendent and the State Board of Education, the General Assembly enacted legislation stipulating that the normal school courses should require "for graduation a total of not less than three years' work" (19). Again, 3 years later, on Dr. Cook's recommendation, the Legislature increased the graduation requirement to 4 years, and the normal schools became teachers colleges with authority to issue bachelor's degrees.

Compared with many other states, Maryland moved slowly in upgrading its normal schools. But, in line with the state superintendents' careful, long-range planning, the state waited until conditions fully justified advancing the institutions to a higher status. As has been true with other states, Maryland's major economic depressions seem to have initiated major educational advances, gains which have not been lost with the return of prosperity.

In 1939, as the Depression neared its end and competition for well-trained, professional teachers increased, Maryland improved its chances of attracting them by establishing a single salary scale for teachers of both elementary and secondary schools, which was based on preparation and experience. From 1922 to 1939, while a dual salary was in effect, high school teachers were paid more than elementary teachers of equal training and experience. The 8- or 9-year periods in which increments could be earned were too short, and teachers reaching the maximum relatively early in their careers lacked further financial incentive to improve themselves. The 1939 legislation's new minimum salary provided for biennial increments extending over 17 years. The act accomplished its purpose and considerably increased the drawing power of the Maryland schools.

In 1941, the Legislature equalized the salaries of white and Negro teachers as the outgrowth of litigation started in a U.S. District Court in 1939. Although no order requiring equalization was issued, State Superintendent Cook recommended the legislation to correct the discrimination.

WORLD WAR II AND ITS AFTERMATH, 1942 TO 1964

When Dr. Cook stepped into the superintendency in 1920, the department consisted of only 10 professional employees; when he retired in March 1942, there were 34. The man who inherited this expanded department, Thomas G. Pullen, Jr., had been a member of it for 8 years, 6 of them as assistant state superintendent. The Pullen administration spanned the period of World War II, the subsequent population and knowledge explosion, and the renaissance in education at all levels.

Dr. Pullen combined a classical education and training with a pragmatic, philosophical outlook. Educated in the liberal arts tradition, he became a successful Latin teacher before rising through the ranks from classroom teacher to principal, to county superintendent, to state supervisor, to assistant state superintendent, and finally to the state superintendency. In all, he devoted 38 years of his life to the schoolchildren and teachers of Maryland.

Philosophy and Change

Throughout his career, and especially as state superintendent, Dr. Pullen typified the great teacher who ministers to the needs of all with a deep and abiding interest. A kindly and understanding scholar, extremely articulate, knowledgeable, and persuasive, it was the combination of these qualities that enabled him to follow through effectively on creative ideas and to implement plans for carrying them out. His duties were not always easy, and he engaged in many battles in discharging his responsibilities as he saw them, regardless of the personal consequences. Pullen's stature grew along with the state school system; respect for him as a person increased with the passing years well beyond the confines of Maryland. Superintendent Pullen used his knowledge in a scholarly manner to enrich and direct his own life, and, because he was such an inspirational leader, he enriched the lives of his associates—especially the teachers and children. In summary, this visionary and creative educator, who held fast to the philosophy that education should lead to a desirable course of action on the part of the learner, is credited with making a difference in the lives of countless individuals.

At the time Dr. Pullen took office, as a result of both state and national legislation, the state department was rapidly assuming new responsibilities for an ever-broadening educational enterprise. It was fortuitous for Maryland that there was a man with the creative genius and intellectual capacity to cope successfully with these demands. Under Dr. Pullen, the state department was able to develop new and more efficient methods, assuming additional duties with a minimum of additions to the staff.

Dr. Pullen shared his predecessor's belief that the department's main responsibility should be to exert professional leadership and that the local school system should administer the schools with a minimum of regulation by the state. This is contrary to the practice in most states, where new duties brought with them continuously increasing, highly centralized bureaucracy at the state level. This did not mean, however, that the department did not expand. The new needs caused by the tremendous influx of new residents during and after World War II, coupled with an increasing public awareness of education's importance and the emphasis on education that accompanies the inauguration of a technical era, caused the department to increase its staff from 34 in 1942 to 208 at the end of Pullen's 22-year term. It was a period of unprecedented growth.

Through all the growth and changes, an informed and interested citizenry affirmed the state's commitment to support education across a broad front. Consistently throughout this period came a succession of legislative acts increasing the state's financial support and the minimum salaries for teachers and other professional personnel. Thus, Maryland was able to achieve the highest mandated state salary schedule in the United States. The state has given unstinting financial support to school building construction, current expenses and building construction for community colleges, general and teacher education scholarships to institutions of higher education, and current expenses and building construction for public libraries.

The 1939 Legislature showed considerable foresight when it passed an act creating a commission to survey the public schools and the state teachers colleges. It charged the commission to define the public school system's obligations, describe the existing conditions, and make specific recommendations for improving them to Governor Herbert R. O'Conor. The study was to include curriculum offerings; vocational preparation; adult education; recreational, cultural, and aesthetic opportunities; health and social services; and adjustment to higher education. The commission also was to consider the financial implications and the adequacy of the physical plant to perform the services of any proposed revision of programs.

The commission selected Herbert B. Bruner, professor of education at Columbia University's Teachers College, to direct the study. The survey commission decided that the Maryland schools' chief need was for an intensive and continued program development that would help every pupil in the state to realize his full potential as a citizen in a flourishing democracy and to prepare him to meet existing emergencies and those bound to follow the Second World War. In his report early in 1941, Bruner made two major recommendations: One was a proposal for a long-term study of the curriculum, and the other was to extend school systems from 11 to 12 grades. If Maryland's schools were to attain the scope envisioned, the Bruner survey strongly recommended that the 11-grade system, organized in 20 counties as 7 years of elementary and 4 years of secondary schooling, be extended to 12 grades on a 6-6 or 6-3-3 basis.

The Legislature did not act on these recommendations until 1945. But the shift to a 6-3-3 grade organization was gradually effected, so that by 1952, the junior high school had become an integral part of Maryland's unified program of education. The addition of the twelfth grade helped the schools take care of the burgeoning student population and at the same time enabled them to give the students a richer program of instruction.

The Department's Expanding Responsibilities

The state department had to be completely flexible when fast-breaking developments were taking place in education. To a large extent the department shaped these developments and organized quickly to meet the added responsibilities. For instance, one of the most significant accomplishments in this period was the establishment of a statewide system of public libraries, authorized by the Legislature in 1945. The department created a library extension division to provide the direction and supervision

necessary to develop a modern and efficient system. By 1967, all of the local political subdivisions had taken steps to establish a countywide library system. Initially, state aid provided only for the books; but later, under a formula similar to that used by the public schools, the state provided general financial aid.

During this same period, school libraries also grew rapidly. In the larger school systems, they developed into instructional material centers. Since 1965, federal funds have provided an added impetus to this growth and development, and Maryland has received $2,645,425 annually from federal sources for this purpose.

During the 22 years prior to 1942, school enrollment had increased by only 41,328; but from 1942 to 1964, it soared from 282,946 to 704,379–a gain of 421,433 pupils. During the first 3 years of this period, the enrollment actually decreased, as the gains from the growth of high schools in the thirties were offset in the forties by the decrease in the birth rate during the Depression years. The upward trend occurring in the late forties was a result of considerable migration of new residents into Maryland because of wartime employment opportunities and increased federal activities. The population explosion that finally hit the schools in the fifties and continued into the sixties, a nationwide phenomenon, brought the largest increase of school population in history. Maryland is still one of the six fastest growing states in the nation.

Another factor contributing to this vast expansion of the public school system was a 1947 amendment to the compulsory school attendance law, which made mandatory the attendance of children between the ages of 7 and 16. The schools' holding power was further strengthened as programs were developed to meet the needs of all pupils, including the handicapped, and the general public became increasingly cognizant of the real need for education in today's world.

Although Dr. Pullen planted and nurtured an abundance of ideas when he was state superintendent, many of them were guided to fruition with help from outside the State Department of Education. In fact, he not only received support from educators but gained the backing of lay leaders representing a broad spectrum of the major statewide groups. For instance, during a 1942 conference held at the University of Maryland to discuss the immediate educational needs in Maryland, the participants decided to form an informal steering committee composed of three representatives each from the Maryland Congress of Parents and Teachers, the Maryland State Teachers' Association, the Maryland Superintendents' Association (composed of local superintendents), and the State Department of Education. This committee, which now includes representatives from other key lay groups as well, still functions. Though not widely known, it has played an important role in advancing public education in Maryland over the last quarter of a century. It is a powerful combination, but it has exercised its power judiciously to gain broad-based support for its proposals.

It was vital to Maryland that the public seriously study the needs of the public schools because of the dramatic changes during the postwar period. To develop quality education, the state encouraged the schools to reduce the size of their classes. It emphasized special classes for handicapped pupils, which required a lower pupil-teacher ratio. Thus, while the school population was more than doubling from 1940 to 1965, the professional staff tripled from nearly 9,000 to almost 30,000 staff members. The schools also added various subject matter specialists, librarians, and counselors.

The state department, supported by the various lay organizations, encouraged these changes and added staff personnel to assist the schools in developing quality programs with lower pupil-teacher ratios. In 1947, the assembly amended the 1922 law, which provided for supervision, to include state support for high school supervision, and at the same time expanded the pupil-personnel services.

In the midst of rapidly changing conditions during this period, leaders in industry, business, and government emphasized that quality education required good physical facilities as well as good teachers. This caused the General Assembly in 1947 to enact the first state aid law for school construction. It provided $10 per pupil enrolled, with a matching requirement of 5¢ on each $100 assessed evaluation. This was increased to $20 per pupil in 1956 and to $22 in 1961. An incentive of $70 per additional pupil was provided for growing school systems.

In 1949, a state grant of $60 million was made available for construction on a 1-3 matching basis, the funds to be allocated on a basis of $60 per pupil enrolled. Also, the local political subdivisions were permitted to borrow through the state.

A significant advance was provided by the legislation of 1967, which placed the state's share for school construction on an equalization basis. The state's share includes both current construction and debt service incurred prior to July 1, 1967. This new program places Maryland in the forefront nationally and will require an annual appropriation by the state of approximately $50 million.

In order to facilitate this vast school construction program and to carry out the provisions of the law requiring the state superintendent to pass on all proposals for the purchase of school sites and all plans and specifications for remodeling old school buildings and constructing new ones, the bureau of school plant planning was added to the department in 1949.

The state department not only assisted the schools in securing qualified teachers for these newly constructed schools, but it also upgraded the certification requirements and improved the retirement system to retain them. Beginning in 1940, the state required all new teachers to

have bachelor's degrees and to have taken specified courses from accredited institutions as a minimum for regular certificates. In 1947, the department established the certification and accreditation division, whose main duties were to approve the teacher-training programs in the institutions and to coordinate them with the basic requirements.

In 1961, new requirements were established to provide three approaches to certification. They required more depth in content courses for elementary-level certificates and increased the content requirements in the various subject fields at the secondary level. The new bylaw of the state board established two certificates–professional and advanced professional–to reduce the number of kinds of certificates issued. To achieve the advanced professional certificate, the applicant had to take a fifth year at a college or university. The renewal provisions were changed to allow credit for certain in-service experiences in lieu of college courses, thus making them easier to administer. The certificates also provided for an easier transition from elementary to secondary teaching or from secondary to elementary in an effort to develop equality in the professional training for teachers at both levels.

The retirement system law was amended to provide a fixed benefit plan to guarantee a retirement allowance of one-seventieth of the average final compensation for each year of creditable service. Death benefits were revised to provide a stated pension credit to a spouse (if named as beneficiary) of any deceased member who was eligible for service retirement. The basis for averaging the final compensation was changed from the 10 highest years to 5 consecutive years of highest earnings, and Social Security was added to the members' coverage effective July 1, 1956. The new system increased disability benefits, gave supplemental benefits to teachers without Social Security, and extended the privileges of the system to retired members working part time and to substitute teachers if their combined earnings and retirement income did not exceed the average of the highest 5 years' salary as a teacher. The change made it possible for employees who entered the military service to receive full credit for both the state's and individual's contributions, and it was now possible to transfer credit service from other retirement systems within the state, such as city employees or state employees.

Dr. Pullen believed in involving people in matters affecting their own work and well-being. Thus, he attempted in every way possible to establish a good human relations policy so that both he and his staff would have rapport with the local superintendents or their representatives, and all major efforts toward improving the school program could be undertaken cooperatively. Specifically, he and the department offered conferences and workshops, surveys and studies, supervisory and consultant services, bulletins and reports that kept them in constant touch with the people in the field. As various agencies demanded that the state play a more active role, the department's good relations with the local units enabled it to move quickly and efficiently.

The General Assembly dictated the department's expansion to a certain extent. For instance, a law passed in 1941 enabling high school dropouts to qualify for the Certificate of High School Equivalency made it necessary to establish eight official testing centers about the state (20). Again in 1945, the assembly passed a law to protect citizens against schools not qualified to give the training they claimed; many substandard schools had formed overnight to take advantage of students receiving money under the GI Bill. This law, involving the accreditation of nonpublic schools, and the act providing for the establishment and operation of public libraries required the department to add staff members. A law passed in 1961 permitting the establishment and operation of public and community colleges also required the department to add qualified people. These and other programs required administration and leadership at the state level to implement the provisions, so the department grew.

Federal legislation also accounted for increases in the department's staff. The school lunch, special milk, and surplus commodities programs affected all local school systems in the state, as did the National Defense Education Act of 1958 (NDEA), which strengthened courses in science, mathematics, and modern languages. The department participates in all these programs, along with those related to the Manpower Development and Training Act and the Civil Defense Education Program. The vocational rehabilitation division, formed in 1942 with support from federal funds, employs nearly half of the state department's total employees. It has a central office, a metropolitan Baltimore office, three district offices, and eight branch offices. Thus, the department has grown from a single unit in 1942 to nine divisions today.

Federal-State Relations

A prophetic statement by State Superintendent Albert S. Cook in a commencement address at the University of Maryland in 1925 expresses succinctly the thrust of federal-state relations:

> I am not among those who have been obsessed with the idea of Federal aid to public education; I believe that the respective states, eventually, if and when they desire, can work out their educational destinies; but where we see the wonderful progress of agriculture, of agriculture education, of vocational education and of road building through the impetus of Federal aid, we are confronted with a condition, not a theory. The state that repudiates the idea of Federal aid for public education thereby assumes the responsibility for producing the results by its own efforts, by its own financial and moral support

> of its schools, and such assumption of responsibility is necessarily incompatible with a progressively diminishing effort on the part of that state (21).

During the intervening years, Maryland has exercised strong leadership in federal-state relations. The state superintendent and key staff members have been involved with the U.S. Office of Education in the development of policies at the federal level for the administration of various federal grants. Also, Superintendent Thomas G. Pullen, Jr., was one of the key members of a steering committee of chief state school officers which was responsible for making the Council of Chief State School Officers a dominant force in the development of a body of nationally accepted policies for state school administration. These policies have influenced the type of educational legislation enacted by the Congress. The deputy state superintendent has been a member of the Study Commission of the council, which has been the working group responsible for developing policies in areas indicated by the council.

Maryland has a record of accepting federal grants promptly and working well with federal officials in developing guidelines and regulations for effective administration. Its state plans for the acceptance of such grants have been used as models by other states. Maryland is fortunate and unique in that the State Board of Education, the state superintendent, and the staff of the State Department of Education have placed major emphasis on leadership and have exercised the regulatory function only as required by law. Accordingly, the state department has been structured on the basis of broad, well-defined functions. As a result, when federal programs become available, they are integrated into the appropriate units of the existing organization without creating additional units. The only exception was the establishment in 1965 of an additional unit known as the Division of Federal-State Programs to coordinate the various state and federal allocations. It is the position of the State Board of Education that all state and federal grants should be administered through the department in accord with policies of the state board.

Recent federal grants have provided a significant stimulus to increasing the professional staff of the department. Since 1945, the professional staff has grown from 34 to 309, an increase of 809 percent. Of this number, 211 are paid wholly or partially from federal funds. It should be pointed out, however, that the largest increase has been in the Division of Vocational Rehabilitation, which increased its staff from 15 in 1945 to 171 in 1968.

Fiscal authorities and the Legislature have approved almost without exception requests for increased staffing that is federally supported in toto or on a matching basis. Requests for staffing requiring full state funding meet with less success, depending on priorities. Yet, there is a positive attitude across the state for increased financing for education at all levels to improve markedly the quality of education.

EDUCATION FOR A RAPIDLY CHANGING SOCIETY

James A. Sensenbaugh was appointed state superintendent of schools by the State Board of Education on June 1, 1964. A native Marylander who received his elementary and secondary education in the public schools of Frederick and Washington Counties, all of his professional experiences—as teacher, principal, assistant superintendent, and county superintendent prior to becoming state superintendent—have been in Maryland. He is steeped in the educational tradition. His parents were teachers in Frederick County, and six of his eight brothers and sisters also have been teachers.

Dr. Sensenbaugh is a man of strong conviction regarding the challenge of the public schools to provide educational programs to meet the needs of our rapidly changing society. He believes that the schools should be assertive in trying out new curriculums and teaching procedures for which research indicates a high probability of success. He is also an advocate of radical change in school building design to make buildings more functional, more flexible for changing teaching methodology, and more efficient. As superintendent of schools of Frederick County for 8 years, he pioneered in these areas with a high degree of success, notwithstanding the efforts of conservative groups to limit the rapid rise in local taxation to support new and improved educational programs and new school construction. This is the posture he is presently espousing throughout the state and at regional and national conferences across the nation.

Since 1964, the State Department of Education has been affected significantly by the following federal legislation: (1) the Civil Rights Act of 1964, (2) the Economic Opportunity Act of 1964, and (3) the Elementary and Secondary Education Act of 1965 (ESEA).

School desegregation, following the decrees of the U.S. Supreme Court in 1954, proceeded with varying degrees of deliberate speed throughout Maryland. The state board acted promptly by accepting the decision of the court as the supreme law of the land and urged local school systems to take the necessary steps to comply with this decision. None of the 24 local school systems refused to take official action affirming its intent to desegregate. However, only one school system promptly abandoned the dual system for white and Negro pupils. The other 22 systems elected to follow the freedom-of-choice policy. There are no Negro children in one county. By 1964, 15,712 Negro pupils had elected to transfer to former all-white schools. This represented 27 percent of the Negroes enrolled, exclusive of Baltimore City. Meanwhile,

the state board took no legal steps to accelerate desegregation. Litigation in Harford and St. Mary's Counties, pressure from the National Association for the Advancement of Colored People, together with persuasion from the state superintendent and the deputy superintendent, were responsible for the limited progress labeled as tokenism in certain counties of Southern Maryland and the Eastern Shore.

In Frederick County, where Dr. Sensenbaugh was superintendent of schools from 1956 to 1964, he had instituted a plan of redistricting geographical boundaries for individual schools as early as 1957 to eliminate the dual system. When he resigned in 1964, there remained but one Negro school to be eliminated when the required new school building construction was completed. Dr. Sensenbaugh brought this same commitment to the state superintendency. The Civil Rights Act of 1964, which required compliance with the federal regulations regarding discriminatory practices in order to receive federal financial assistance, provided the incentive and impetus to accelerate desegregation of the public schools. By September 1967, only three school systems remained on the free-choice plan. In two of them, transfers have taken place at such a rate that the depopulation of the Negro schools will automatically bring about total desegregation. In the single remaining school system, the state board has intervened on the recommendation of the state superintendent and, following a series of conferences with the local and federal authorities, has issued an order directing the local board of education to desegregate the entire school system according to a plan agreed to by all parties concerned.

The Economic Opportunity Act of 1964 contained an educational component that was destined to cause a minor revolution in the public education establishment. This legislation provided for Head Start programs for economically and educationally disadvantaged children, remedial education programs for in-school children possessing the same characteristics, and basic adult education for individuals who did not possess the basic education necessary for employment or training in skills for job upgrading.

Under the leadership of the state department, local school systems, in cooperation with local community agencies, applied for federal grants promptly and inaugurated Head Start and remedial programs to the full extent that funds were available. These programs have been continued and expanded. The basic adult education program was much slower in getting started because of the reluctance of disadvantaged adults to enroll. However, by January 1968 there were 2,900 people enrolled in the 24 local school systems.

The Head Start program, which was gradually absorbed by Title I of ESEA, provided an increased interest in early childhood education and thus assisted the passage of state legislation in 1967 that made kindergartens a part of the state foundation program of education. Also, the compensatory education for disadvantaged children provided by federal funds under Title I added a new dimension to the existing concept of an adequate educational program. The state superintendent promptly endorsed the new concept and hired three additional professional staff members to work with local school systems in instituting these new programs. There was general public acceptance of this educational advance, and the state provided a special appropriation of $5 million in 1967 for Baltimore City for this purpose.

Dr. Sensenbaugh is especially interested in Title III, which provides federal funding for supplementary educational centers and services. Here is an opportunity for innovation and creativity, an opportunity to develop new ideas to be researched, and an opportunity to push forward the frontiers of education. A highly qualified staff member was added to coordinate and provide leadership for this program, and the Maryland projects submitted for approval by federal officials rank among the best in the nation.

The greatest concern of the state superintendent is the recruitment and retention of a highly qualified professional staff in the State Department of Education. Salaries are not competitive with those paid in urban school systems in the state; thus recruitment is difficult. The State Board of Education lacks the legal authority to establish salary scales for professional personnel in the department. The control is placed in the standard salary board, which sets the scales for the state merit system. However, there is hope for a brighter future. Title V of ESEA, for strengthening state departments of education, has made possible advances that would have required a decade at the state level. Fifteen additional staff members, including an associate superintendent for instructional services, were added in areas that were understaffed and of high priority in terms of need. For the first time, sabbatical leave with full salary for half a year or half salary for a full year has been made possible for staff growth and improvement. Also, reimbursement is allowed for tuition for graduate courses that will contribute to the effectiveness of staff members. An annual 3-day workshop institute staffed by highly qualified individuals at the national level constitutes the core of the staff improvement program.

As has been stated earlier, the Vocational Education Act of 1963 expanded greatly the scope of vocational education to meet the changing technology of the world of work. In Maryland, public interest in vocational education reached such proportions that legislation was enacted to provide from state funds not less than 50 percent of the cost of area vocational school construction. The state's share in excess of 50 percent is that percentage which the local political subdivision receives from the state for current expenditures. During the past 5 years, 45 area vocational schools have been established, enrolling 43,664 pupils. The state has contributed $13,108,977 toward the construction of these facilities.

In addition, the community colleges began to offer occupationally oriented courses at the post-high school level. These courses are centered primarily on business studies, engineering technologies, health-related occupations, personal service occupations, and public (government) service. During 1967-68, 57 different occupationally oriented curriculums were offered in the 12 community colleges. And this is only the beginning in this field.

In Retrospect: Fifty Years of Progress and Change

> The historians of the future will, in all probability, record the period 1916 to 1966 in public education in Maryland as the "era of enlightenment" when the citizenry evidenced unusual insight into the importance of education in democratic society. This was not a sudden flash of insight; rather it was the culmination of a series of movements and change dating back as far as 1880. New but steady changes were taking place in the purpose and direction of education along the lines of the new democratic and social forces. The schools were transformed from mere disciplinary institutions into instruments of democracy intended to prepare young people for intelligent participation in the increasingly complex life of the State and Nation.
>
> The creative and progressive legislation which was enacted during this half century resulted from a unified effort by the forces committed to better schools, better government, and a better way of life. The State Superintendent of Schools provided the leadership for marshalling these forces in the direction of new legislation for better schools. During the period following World War II there was a vigorous "grass roots" movement for greater universal education at public expense. The returning war veterans, because of their experiences, were determined to have for themselves and succeeding generations the best education possible to perpetuate the democratic way of live (22).

Maryland has now embarked upon a multifaceted program of education to meet the needs of a rapidly changing society. The department will, in all probability, expand its services to new areas still in the blueprint stage. There will be more innovations and school building construction, with greater uses planned for these buildings, including year-round schools, evening and adult programs, and general community use. The curriculums will change in order to provide more continuity, more challenges to the individual student, and a greater blending of the school and community.

The schools of the future also will include more efficient use of teaching talent. Instructional aids will be added, and more emphasis will be put on research and technology so that new and better ways of doing things will be devised. The firmly established Department of Education, based on a sound legal structure and coordinated with the state government and its internal organizations, with its tradition of statesmanlike leadership, will bring about a greater acceptance of the public schools and a greater respect for education, the teaching profession, and knowledge.

FOOTNOTES

1. Bernard C. Steiner, *History of Education in Maryland* (Washington, D.C.: Government Printing Office, 1894), p. 57.
2. *Ibid.*, p. 61.
3. Maryland, *Constitution* (1864), pp. 65-66.
4. David W. Zimmerman, "The State Suprintendency," *Baltimore Bulletin of Education,* XLII, No. 1 (1964-65), 16-17.
5. Board of Education, *Annual Report, 1909,* p. 154.
6. Abraham Flexner and Frank P. Bachman, *Public Education in Maryland: A Report to the Maryland Education Survey Commission* (New York: The General Education Board, 1916), p. 9.
7. *Ibid.*, p. xvi.
8. *Ibid.*, p. 143.
9. *Ibid.*, p. 12.
10. Anonymously authored, unpublished manuscript dealing with educational efforts during the nineteenth century, the state superintendent's office, Baltimore, Maryland, p. 5. (Typed from original handwritten manuscript.)
11. The *Baltimore Sun,* January 4, 1920.
12. Ezekiel Cheever, "Mr. Cheever Becomes An Ostler," *Ezekiel Cheever's School Issues,* IV, No. 1 (May 1934), 3-5.
13. Anonymously authored, unpublished manuscript dealing with educational efforts during the nineteenth century, the state superintendent's office, Baltimore, Maryland, p. 13.
14. Albert S. Cook, "The Equalizing Principle in State School Support," *Department of Superintendence Official Report,* an address given at the annual meeting of the department held in Boston, Massachusetts, February 26 to March 1, 1928 (Washington, D.C.: The Department of Superintendence, National Education Association, 1928), p. 8.
15. School Law Revision Commission, *Report of the School Law Revision Commission* (Annapolis: State of Maryland, 1968).
16. Department of Education, *Public Adult Education in Maryland,* Maryland School Bulletin, XXXIX, No. 4 (Baltimore: The Department. 1963), 5.

17. Francis Scott Key, *A Discourse on Education* (Annapolis: J. Green, 1827), p. xi.
18. Steiner, *op. cit.*, p. 44.
19. Maryland, *Laws* (1931), ch. 163, p. 457.
20. Maryland, *Laws* (1941), ch. 150, p. 187.
21. Department of Education, *Vocational Education in Maryland County High Schools,* Maryland School Bulletin, Vol. VIII, No. 11 (Baltimore: The Department, 1927).
22. School Law Revision Commission, *op. cit.*, p. 7.

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Unpublished Material

Anonymously authored unpublished manuscript dealing with educational efforts during the nineteenth century, the state superintendent's office, Baltimore, Maryland. Typed from original handwritten manuscript.

Appendix A

MARYLAND CHIEF STATE SCHOOL OFFICERS

State School Superintendents

1865-68	Rev. Libertus Van Bokkelen
1870-90	M. Alexander Newell
1890-1900	E. Barrett Prettyman
1900-20	M. Bates Stephens
1920-42	Albert S. Cook
1942-64	Thomas G. Pullen, Jr.
1964-	James A. Sensenbaugh

NOTE:

During the period 1868 to 1870, the principal of the State Normal School, M. Alexander Newell, was given general supervision over all the public schools of the state. The laws of 1870 made the principal of the normal school also state superintendent.

Appendix B

Chart I.--MARYLAND DEPARTMENT OF EDUCATION, 1910

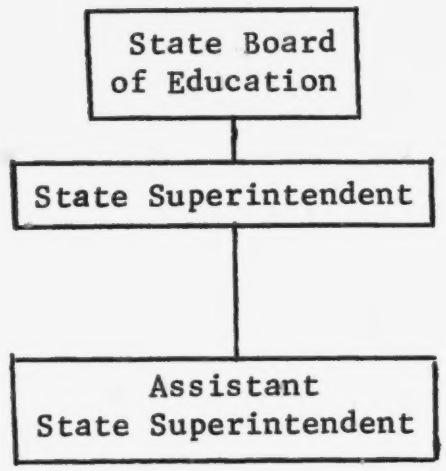
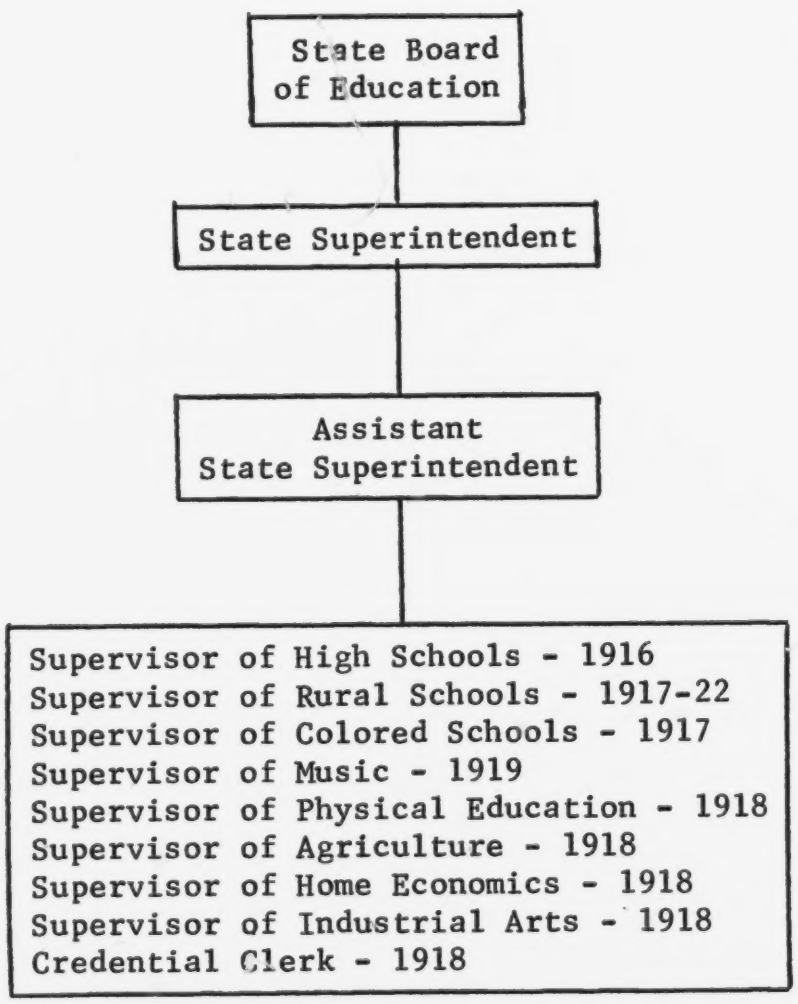
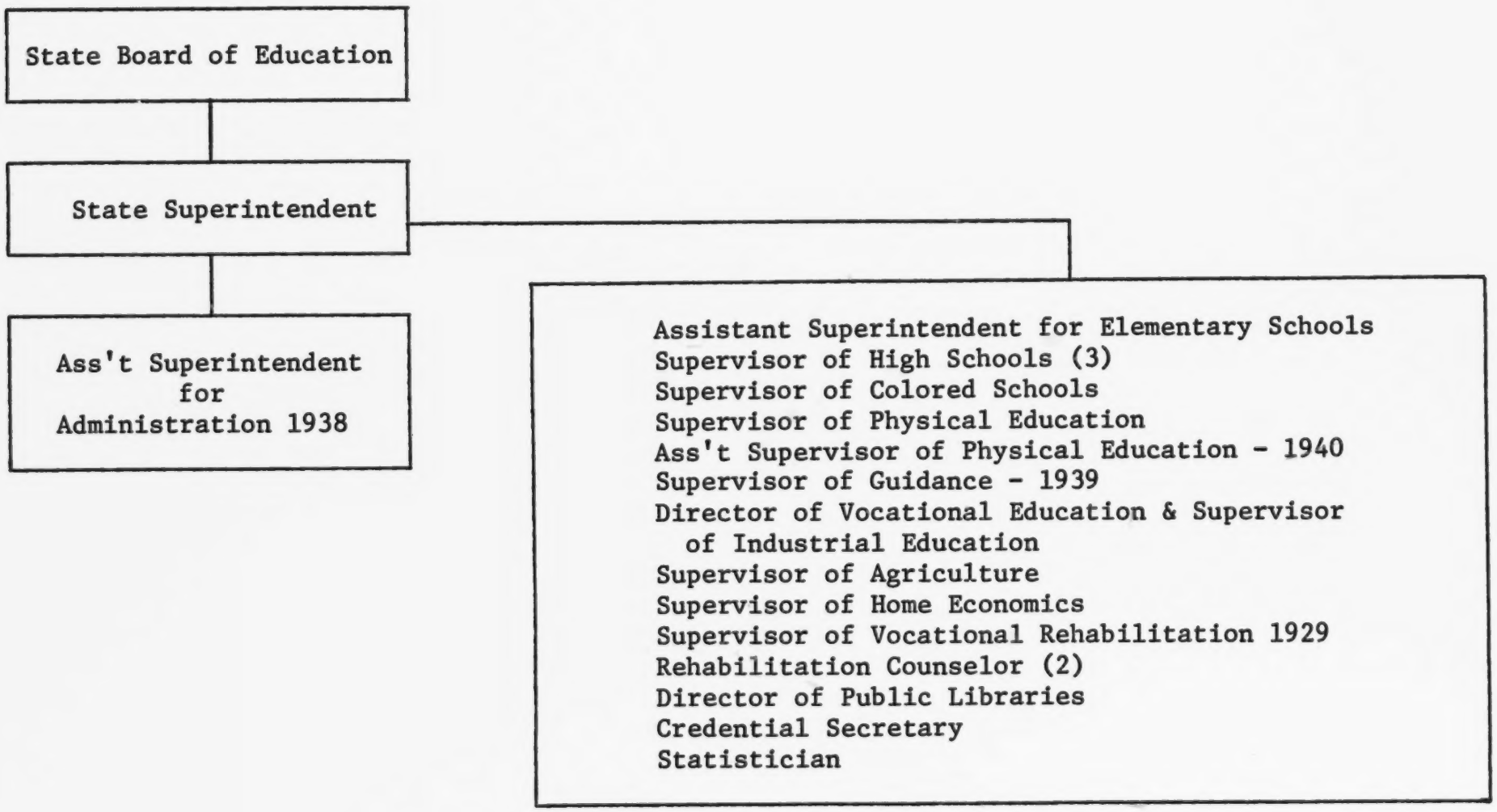


Chart II.--MARYLAND DEPARTMENT OF EDUCATION, 1920


State Board of Education
State Superintendent
Assistant State Superintendent
Supervisor of High Schools - 1916
Supervisor of Rural Schools - 1917-22
Supervisor of Colored Schools - 1917
Supervisor of Music - 1919
Supervisor of Physical Education - 1918
Supervisor of Agriculture - 1918
Supervisor of Home Economics - 1918
Supervisor of Industrial Arts - 1918
Credential Clerk - 1918

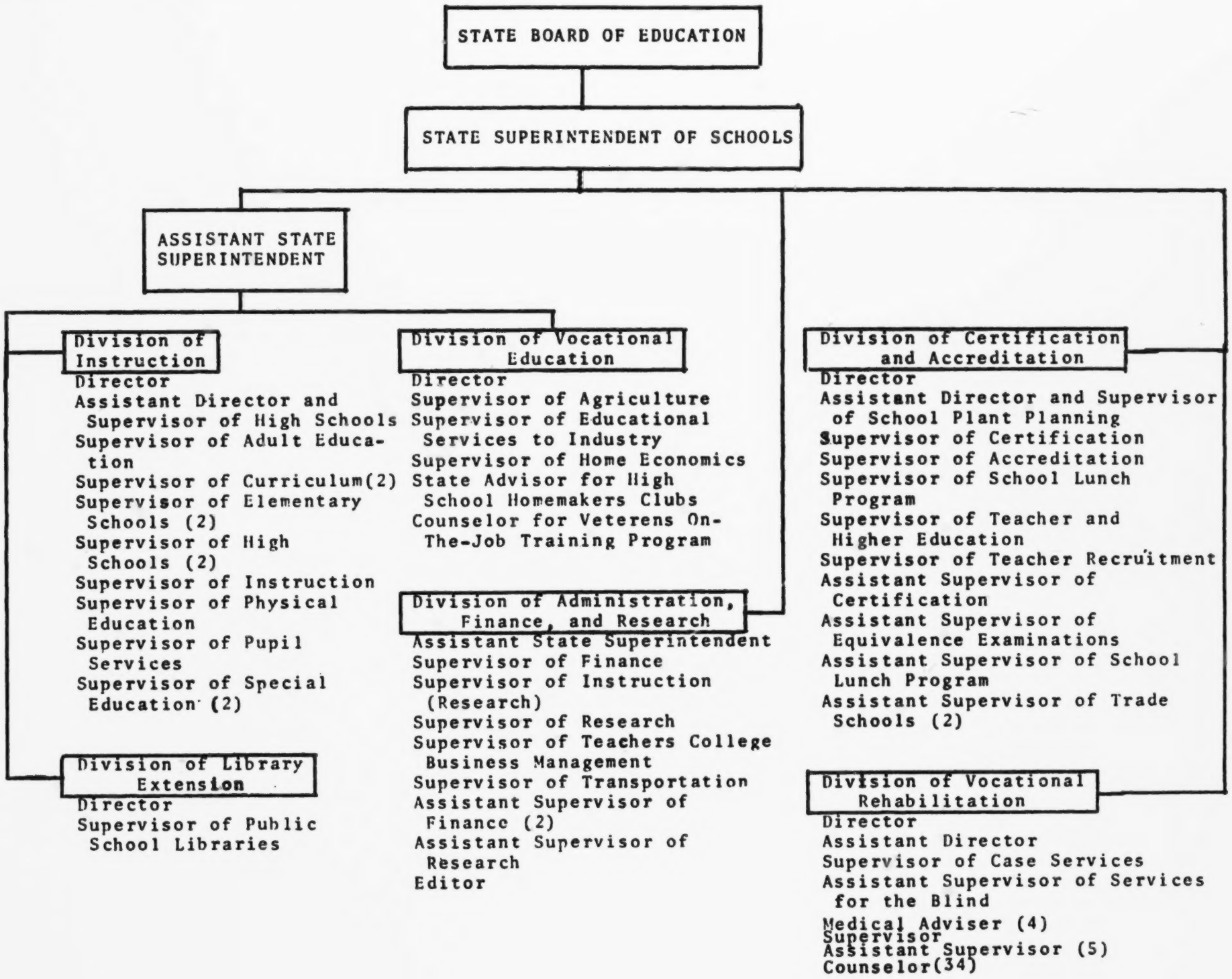
Appendix B

Chart III.--MARYLAND DEPARTMENT OF EDUCATION, 1940


State Board of Education
State Superintendent
Ass't Superintendent for Administration 1938
Assistant Superintendent for Elementary Schools
Supervisor of High Schools (3)
Supervisor of Colored Schools
Supervisor of Physical Education
Ass't Supervisor of Physical Education - 1940
Supervisor of Guidance - 1939
Director of Vocational Education & Supervisor of Industrial Education
Supervisor of Agriculture
Supervisor of Home Economics
Supervisor of Vocational Rehabilitation 1929
Rehabilitation Counselor (2)
Director of Public Libraries
Credential Secretary
Statistician

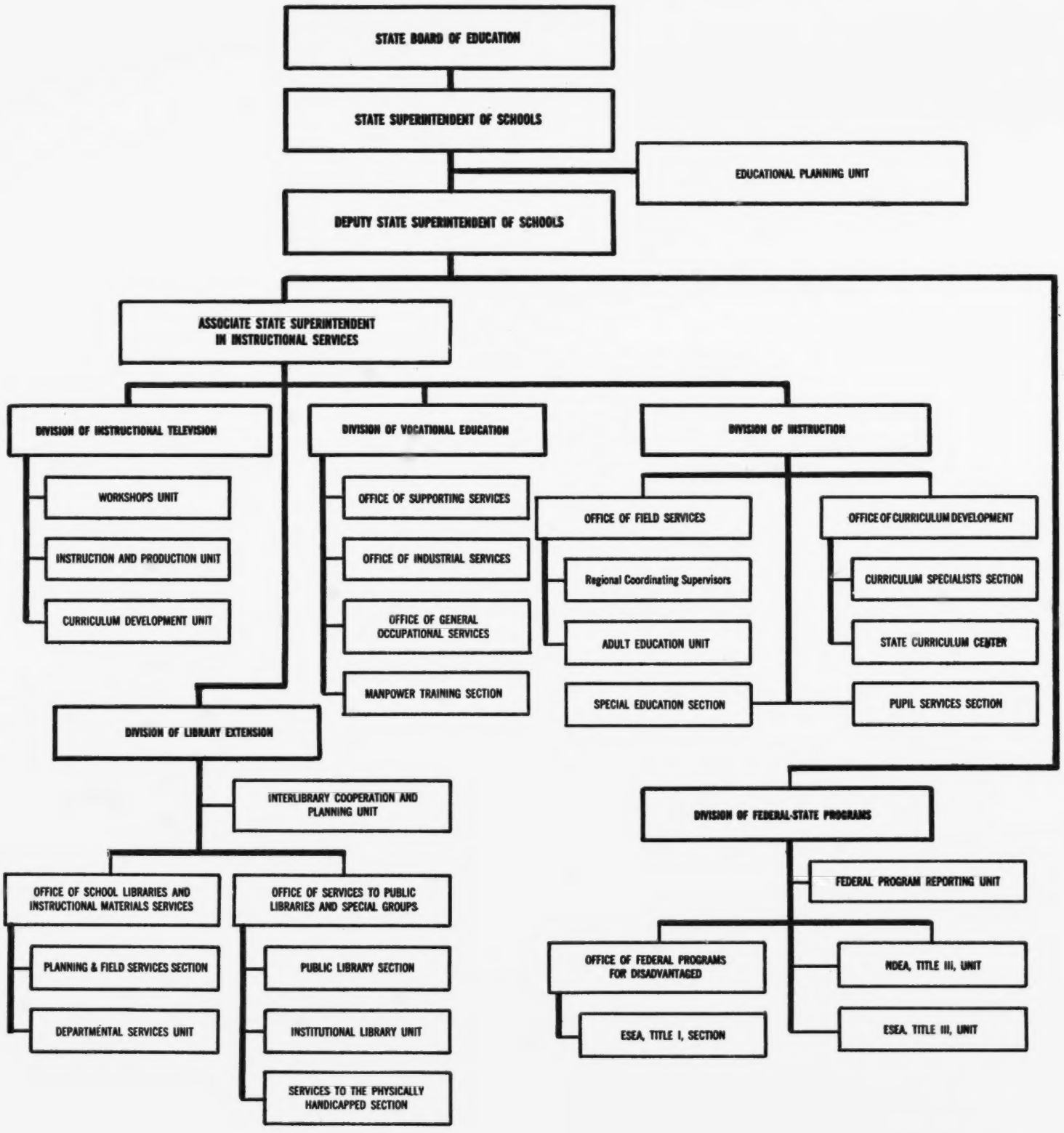
Appendix B

Chart IV.--MARYLAND DEPARTMENT OF EDUCATION, 1960



Appendix B

Chart V.--MARYLAND DEPARTMENT OF EDUCATION, 1967


STATE BOARD OF EDUCATION
STATE SUPERINTENDENT OF SCHOOLS
EDUCATIONAL PLANNING UNIT
DEPUTY STATE SUPERINTENDENT OF SCHOOLS
ASSOCIATE STATE SUPERINTENDENT IN INSTRUCTIONAL SERVICES
DIVISION OF INSTRUCTIONAL TELEVISION
WORKSHOPS UNIT
INSTRUCTION AND PRODUCTION UNIT
CURRICULUM DEVELOPMENT UNIT
DIVISION OF VOCATIONAL EDUCATION
OFFICE OF SUPPORTING SERVICES
OFFICE OF INDUSTRIAL SERVICES
OFFICE OF GENERAL OCCUPATIONAL SERVICES
MANPOWER TRAINING SECTION
DIVISION OF INSTRUCTION
OFFICE OF FIELD SERVICES
Regional Coordinating Supervisors
ADULT EDUCATION UNIT
SPECIAL EDUCATION SECTION
OFFICE OF CURRICULUM DEVELOPMENT
CURRICULUM SPECIALISTS SECTION
STATE CURRICULUM CENTER
PUPIL SERVICES SECTION
DIVISION OF LIBRARY EXTENSION
INTERLIBRARY COOPERATION AND PLANNING UNIT
OFFICE OF SCHOOL LIBRARIES AND INSTRUCTIONAL MATERIALS SERVICES
PLANNING & FIELD SERVICES SECTION
DEPARTMENTAL SERVICES UNIT
OFFICE OF SERVICES TO PUBLIC LIBRARIES AND SPECIAL GROUPS
PUBLIC LIBRARY SECTION
INSTITUTIONAL LIBRARY UNIT
SERVICES TO THE PHYSICALLY HANDICAPPED SECTION
DIVISION OF FEDERAL-STATE PROGRAMS
FEDERAL PROGRAM REPORTING UNIT
OFFICE OF FEDERAL PROGRAMS FOR DISADVANTAGED
ESEA, TITLE I, SECTION
NDEA, TITLE III, UNIT
ESEA, TITLE III, UNIT

See next page for second half of chart.

Appendix B

Chart V.--MARYLAND DEPARTMENT OF EDUCATION, 1967 (Continued)